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U.S. Office of Censorship

Rules for operating companies

Washington

1942

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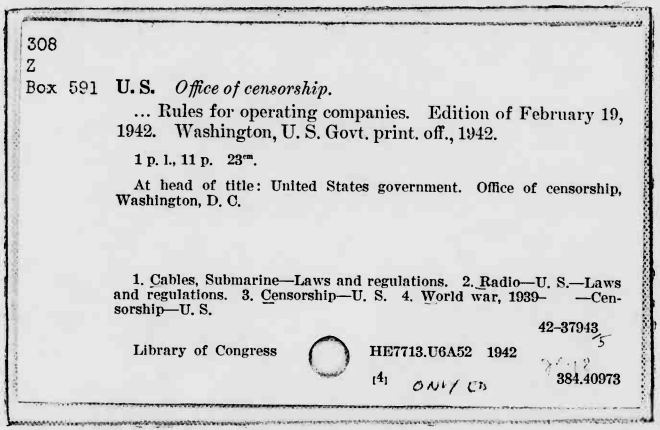

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# RULES FOR OPERATING COMPANIES

308
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Box 591

EDITION OF FEBRUARY 19, 1942

UNITED STATES
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WASHINGTON : 1942

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# RULES FOR OPERATING COMPANIES

The following instructions and rules for companies operating overseas cable and radio circuits and affiliated landwire companies concern the handling of international traffic, and are known as "Rules for Operating Companies." These rules affect only the relationship between the carriers and Censorship. It should be clearly understood that the rules are not intended to, nor do they have the effect of, authorizing action by the carriers which is in violation of the Communications Act of 1934, as amended, the rules, regulations and orders of the Federal Communications Commission promulgated thereunder, or the tariffs filed by the carriers with the Federal Communications Commission.

## RULE 1. GENERAL PROVISIONS

Such landwire traffic as is involved in the handling of international cable or radio traffic between the point of entry to or departure from the country and the cable user is subject to control of Cable and Radio Censorship.

Throughout these rules, the word "cable" or "cablegram" includes also "radio" or "radiogram."

Cable and Radio Censorship desires to interfere as little as possible with legitimate business, including the business and regular operations of the communication companies and their affiliates.

## RULE 2. EMPLOYEES

All employees in contact with cable patrons, and all operating personnel at the sending and receiving apparatus must be thoroughly familiar with "U. S. Cable and Radio Censorship Regulations," and "U. S. Radiotelephone Censorship Regulations." They must be furnished also with such data on foreign censorship regulations as will best serve the interests of their patrons.

## RULE 3. CONTINENTAL CENSORSHIP STATIONS AND JURISDICTION

Cable Censorship Stations have been established in New York, Miami, New Orleans, San Antonio, San Francisco, and Seattle, and will be established at Los Angeles and such other places as experience shall from time to time indicate to be necessary. The jurisdiction of each of these Cable Censorship Stations extends to all international

traffic by cable, radio, ship-shore radio, or other means, over the seaboard areas specified below:

(*a*) *New York.*—The Atlantic seaboard north of the State of Georgia. Traffic to Mexico over the Galveston-Tampico-Vera Cruz cable of the Western Union Co. shall be routed via New York for censoring.

(*b*) *Miami.*—The seaboard of the States of Florida and Georgia.

(*c*) *New Orleans.*—The seaboard of the States of Alabama, Mississippi, Louisiana, and Texas.

(*d*) *San Antonio.*—The Mexican Border of the State of Texas.

(*e*) *San Francisco.*—The Pacific seaboard of the State of California.

(*f*) *Seattle.*—The Pacific seaboard of the States of Washington and Oregon, and traffic to or from Alaska.

NOTE.—The jurisdiction of the Los Angeles station when established will include the Pacific Seaboard of the State of California south of and including Santa Barbara, the Mexican Borders of the States of California, Arizona, and New Mexico.

### RULE 4. OVERSEAS CENSORS

Overseas Censors have been established in the Virgin Islands, Puerto Rico, Guantanamo, Panama, Honolulu, Alaska, and Iceland.

### RULE 5. FIELD CENSORS

Field Censors are established in the operating rooms of the commercial companies as a necessary contact with Censorship. Their duties are:

(*a*) To insure that Cable Censorship has acted upon all outgoing cable and radio traffic before transmission and upon all incoming cable and radio traffic before delivery. (See Rule 7.)

(*b*) To cooperate with the commercial companies to see that all readable messages comply with "U. S. Cable and Radio Censorship Regulations" before being submitted to the Censorship Stations.

(*c*) To cooperate with the commercial companies in preventing or mending mutilations.

(*d*) To pass on the commercial companies' "service" messages if communicated beyond the jurisdiction of the United States.

(*e*) Any other liaison required.

### RULE 6. COMMUNICATIONS BETWEEN CENSORS AND OPERATING COMPANIES

(*a*) Censors will communicate directly with the officials of the commercial companies in their respective areas as regards:

(1) The enforcement of instructions, regulations, and rules already established.



(2) The establishment or adjustment of local routine arrangements not affecting other Censorship Stations or Censorship as a whole.

(*b*) All other communications between Cable Censorship and the commercial companies will be conducted by the Chief Cable Censor.

### RULE 7. PRIMARY RESPONSIBILITY

(*a*) It is the primary responsibility of the commercial companies to see that all cablegrams are submitted to Cable Censorship for action either before being sent out of the country on any circuit, or before being delivered or further transmitted for delivery to the addressee after receipt in this country. Included also are abnormally routed cablegrams which might not otherwise have entered the jurisdiction of the United States.

(*b*) All transit traffic irrespective of code or language except traffic originating in or addressed to enemy-occupied territory will be passed by the Field Censor at the point of departure from continental United States. The Field Censor will retain "Ditto" copy. Transit traffic originating in or addressed to enemy-occupied territory shall pass through full censorship at the point of departure from the United States.

### RULE 8. LANDLINES AND DOMESTIC RADIO CIRCUITS

Commercial companies operating landwire communication facilities within the jurisdiction of the United States will route all cable or radiograms as follows:

(*a*) *Outgoing Terminal International Traffic* carried by landwire telegraph will be sent to the office of the cable or radio company where the message is to be transmitted out of the country. This company, before transmitting the message, will submit it, as provided in Rule 7, for censoring to the Censorship Station having jurisdiction. (See Rules 3 and 5a.)

(*b*) *Incoming Terminal International Traffic* entails no responsibility on the part of the landline companies, except that, in cases where jurisdiction is surrendered by one Continental Censor to another, passmarks, etc., must be transmitted as indicated. (See Rule 11b.)

(*c*) *Marine Radiograms* will be sent to the office of the radio company over whose facilities the message is to be transmitted. This company, before transmitting the message, will submit it for censoring to the Censorship Station having jurisdiction. (See Rules 3 and 5a.) Companies filing such radiograms must ascertain whether messages are replies to previous cablegrams or radiograms and, if so, how and when such previous messages were routed. In order that censors may achieve a clear understanding of messages, it is sometimes necessary to consider the message to which the one being handled is a reply.

Therefore, it may be necessary that a reply message be censored at the continental station which censored the original message.

(*d*) *Shipboard Radio Stations.*—All persons filing radiograms on board ship shall register their full names and addresses and, if the radiogram is an answer to a message censored by the U. S. authorities, shall also state when and by what communication company such original message was handled. Radio companies shall furnish the censor with this information by service message. This rule applies, however, only to vessels from which radio transmissions are permitted under wartime conditions. (See regulations covering the use, control, supervision, inspection, or closure of radio stations on all vessels under the jurisdiction of the United States.)

(*e*) *Domestic Point-to-Point Radio Traffic.*—Point-to-point commercial radio traffic which can be heard outside the jurisdiction of the United States may be examined by censorship before being transmitted by radio, and may by this authority be suppressed or diverted to landlines for transmission. This is an exception to Rule 8 (*a*) which applies to landline telegraph only.

### RULE 9. COPIES

With respect to either incoming or outgoing international messages the operating company shall deliver to Censorship two copies of each message; namely, the original hard copy and a "Ditto" copy. The operating company may retain a carbon copy of each message for accounting purposes. If, because of physical location, it is necessary to transmit messages to Censorship by teletype, then Censorship will make the required copies.

### RULE 10. FILES

It is of first importance to Censorship that the companies preserve, during the entire continuance of the Censorship, all messages now on file in the offices of the companies and all messages that may be received either for transmission or for delivery during the continuance of Censorship, and that such files be made available to Censorship if required.

### RULE 11. METHODS OF CENSORING, AND ACTION IN CONNECTION THEREWITH

(*a*) Types of action:
Censors may:
(1) PASS,
(2) DELAY,
(3) PARAPHRASE,
(4) DELETE a part,



(5) SUPPRESS,
(6) CANCEL or permit cancelation of,
(7) RETURN FOR CORRECTION (technical irregularity), or
(8) REFER to Chief Cable Censor for his action or advice.

Every message received in Censorship will eventually receive one of the treatments listed above.

(*b*) Censorship Marks: Censors in acting on messages may place thereon either in the preamble, or in Memorandum Messages (MM's) following, certain censorship indicators for the information of other censors. Such additions made to messages by censors *will not be removed by the personnel of the operating companies*, but will be transmitted by the operating companies until removed by a censor. MM's will be charged for at Government rates and billed to the Office of Censorship, Washington, D. C. Censor's "Passmarks," inserted in the preamble, will be carried free, but if lost from a message and recovered by a "service" message, will be replaced at the expense of the company.

Censorship marks, etc., will be removed from traffic by the censor who last handles the messages either before transmission beyond United States Censorship jurisdiction or before release for delivery to the addressee.

(*c*) Technical Irregularities: Operating companies are expected to notify by service message the station of origin of any messages when a cablegram does not conform to Censorship Regulations or is badly mutilated or garbled, and for such reason is "Returned for Correction" by the censor. Operating companies should not accept messages not conforming to Censorship Regulations, and the burden of obtaining their technical readjustment is therefore on the company. Technical irregularities must be corrected either by the sender or by the operating company before a message can be released by a censor.

In case the technical irregularity is, in the censor's opinion, not capable of being readjusted, the censor, instead of returning the message for correction, may cancel the message because of technical irregularities. (See Rule 11*h*.)

(*d*) Inquiries to Senders: Explanations required by a Censor from a cable sender in the United States as to any message filed by him may be obtained by a "collect" message from the censor to the sender, or by a free service message to the office of origin, at the discretion of the censor.

(*e*) Censorship requests that the operating companies report to the originating censor the inability of a company to obtain a reply to a service message or to deliver an inquiry, and the reason therefor. This cooperation will make it possible to censor immediately cablegrams that otherwise might be held in expectation of receiving either a reply from the sender, or action by the office of origin.

(*f*) Non-Delivery: When a cablegram is *refused* by an addressee, no further, and *no other*, attempt to deliver to the same, or to any other addressee, will be made without receiving permission from the censor who passed the cablegram. However, the operating company is invited to advise the censor as to some other addressee or address where it is believed delivery is intended or will be accepted.

When an operating company is unable immediately to deliver a message, but learns later that the addressee has moved to another city, the company shall *not* forward the message, but shall return it to the censor, with the explanation, and the new address.

(*g*) When Censorship deletes or paraphrases a message, it shall be retyped by the Censor on an operating company form which shall be identical with the form used by the operating company in the transmission of the message to Censorship, and returned to the operating company for transmission or delivery.

(*h*) Action Not to be Revealed: All operating companies, their executives or employees, are required *not* to reveal the action taken by a censor on commercial traffic other than press dispatches, except by written permission of, and to the extent prescribed by, the Director of Censorship. (See Rule 24.) The one exception to this rule is that CANCELATION of a message for any reason carries with it the requirement that the operating company notify the sender and consider a refund.

In this connection, before making delivery of a message, operating companies will insure that the delivery copy does not reveal any action of the censor, such as deletion, paraphrase, indication of a difference between the number of words charged for and the number of words delivered, passmarks, impressions of rubber stamps, etc.

(*i*) Copies: The operating companies may furnish a patron, upon request, a copy of previously delivered message, provided it was passed by the censor and is in the exact censored form and does not reveal any action of or change by the censor.

### RULE 12. CREDIT

When extending credit to the sender of a cablegram, operating companies will charge for the actual number of words filed, and not merely for the actual number of words transmitted. The entire number of words filed will be charged for even if the message is not returned by the censor for transmission. Credits for words not transmitted will be allowed only if and when permission to consider refund has been granted by the Director of Censorship.

*Collect messages.*—In the case of a deleted "Receiver to Pay" or "Collect" cablegram, with the single exception of recognized Press



Cablegrams, collection is required to be made for the actual number of words delivered, and not for the actual number of words transmitted.

### RULE 13. TIME OF DELIVERY

No information regarding the fact or time of delivery of messages will be furnished to patrons without the permission of the Director of Censorship. (See Rule 11*h*.) For this reason, patrons filing "reply prepaid" messages and communication companies which accept "collect" messages must do so at their own risk.

### RULE 14. COMPLAINTS

(*a*) When complaints are received by the operating companies as to errors in transmission, mutilation, omission, delay, etc., the following rules shall govern:

When the company ascertains that the difficulty was due to some irregularity or error made by it, or an affiliate, as a matter of company operation, the matter may be disposed of as the company sees fit, without reference either to the local censor or to the Director of Censorship.

When the company ascertains that the error or irregularity complained of is due to some action taken by a censor, the complaint is required to be referred to the Director of Censorship without, of course, disclosing to the cable patron that this has been done and without in either case entering into explanations. (See Rule 11*h*.)

(*b*) When complaints of nondelivery are received by the operating companies, the matter is required to be referred to the Director of Censorship, and *no information* will be given out by the company. This course may be adhered to even though the company's records may show that the cablegram in question was passed by Censorship.

There is one exception to this rule: When a cablegram is cancelled by the censor, the company is expected to notify the sender. (See Rule 11*h*.)

### RULE 15. REFUNDS

(*a*) The interest of Censorship in matters of refund extends only to the control of the possible revelation of the action of Censorship by the adjustment of a refund between an operating company and a patron. Where secrecy is necessary, refunds are not permissible, since they would disclose the fact that a message has been censored. Where secrecy is not necessary, the granting of a refund is not subject to objection *as far as Censorship is concerned.* If carriers, however, determine to make refunds in such cases, they must assume the responsibility that such action is consistent with the Communications Act of 1934, the rules, regulations, and orders of the Federal Communications Commission, and the tariffs filed by the carriers.

(*b*) Requests for refund must be made to the operating company and not to Censorship. When such a request is made to a censor, he will reply that such request must be made to the company with which the message was filed for transmission, but the following rules will be observed:

(1) When requests for refunds are received by an operating company, they will not be considered until permission has been given by the Director of Censorship, except in the case of cancelled cablegrams. (See Rule 11*h*.)

(2) Each application for refund must be accompanied by a copy of the cablegrams with the full name and address of the addressee and sender thereof, and a written statement from the addressee that the cablegram in question has not been delivered.

(*c*) The "U. S. Cable and Radio Censorship Regulations" (Regulation 3) provide that no information whatever concerning the treatment or disposition of a cablegram may be given to the public. Therefore, in forwarding to the Director of Censorship requests from cable users for refunds, it is unnecessary to inquire what explanations to make to the sender. The following procedure will be observed:

(1) In answer to a patron's request for information concerning the disposition of a message, or for a report of the service on a message, it will be understood that the company will reply stating that "U. S. Cable and Radio Censorship Regulations" forbid giving any information, calling attention to Regulation 3.

(2) The only inquiry that need then be forwarded to the Director of Censorship with refund papers will be whether or not the Director of Censorship grants permission to consider the patron's request.

(3) Letters regarding refunds are required in duplicate, and must be accompanied by supporting papers and data, including the original request from the cable user, statement of nonreceipt of the message in question, and copy of the message. The reply will be simply that permission is or is not given, and no explanatory notes are required to be given by, nor expected from, the Director of Censorship.

(4) In order to avoid possible injustice, and inadvertent errors, it may be suggested to the patron that formal complaint in writing be made to the Director of Censorship, sending a copy of the message in question, a statement of the circumstances under which it was sent, explanation of the text, and full information concerning himself, his correspondent (addressee), his business, and any person or firm mentioned. Such complaints will be investigated carefully, but the Director of Censorship will rely upon the operating companies to see that care and discretion are employed in making such suggestions to patrons.



### RULE 16. CODE

"U. S. Cable and Radio Censorship Regulations" prohibit the use of private codes. However, censors are instructed that the use of the communication company's private code may be permitted on the company's own circuit for official business, provided a copy of the code is in the possession of the censor. Field Censors may pass "service" messages themselves, if such messages are perfectly clear to them and legitimate. But nothing in this paragraph shall be construed as excepting such company messages in private code from the scrutiny and control of the censor.

### RULE 17. CABLE ADDRESSES

(*a*) "U. S. Cable and Radio Censorship Regulations" prohibit the use of cable addresses until approved by the Director of Censorship. This means that all the cable addresses of all companies are no longer officially in existence.

(*b*) However, it may be expected that the Director of Censorship will announce a modification of that regulation.

(*c*) Censorship will not undertake to usurp the peacetime system of the registration of addresses, but will control it. Addresses will continue to be registered with the operating companies, and the companies will charge the proper fee for the service, but the companies will not accept new registrations, nor renew old ones, nor make any alterations, transfers, or changes of any kind, except upon the presentation by the applicant of the necessary authority from the Director of Censorship.

(*d*) Applicants for cable addresses, or for renewals, transfers, or changes, shall be instructed to apply in writing to the Director of Censorship for exactly what they want. The application must state:

(1) Exactly where they desire to register the address;

(2) exactly the code word and its cable address that they desire to register; and

(3) that the substance of (2) is acceptable for registration at the place the registration is desired.

(*e*) When applications are granted, the Director of Censorship will so inform the applicant in writing, stating exactly what is granted. A copy of the letter of authority will be sent to the place where the registration is desired to be made. Before accomplishing the registration, the authority presented by the applicant must be checked against the copy from the Director of Censorship.

(*f*) If the papers are not in agreement, the registration will be rejected, and both copies of the authority will be returned to the Director of Censorship by the office rejecting the application, with an appro-

priate statement of the circumstances. This should be done without the knowledge of the applicant, if possible.

(*g*) In some cases, for well-known firms, organizations, and individuals, the Director of Censorship, in the interest of efficiency and time saving, may authorize future periodic renewals of registered addresses without further reference to him. Such cases will be handled with particular care by the registration bureaus. If periodic renewals are desired, the letter of application must cover this point in full. (See (*d*) above.)

(*h*) When a cable user or company submits evidence of the exclusive and continued use of an address, which has thereby become a business or personal asset, Censorship will gladly cooperate in confirming such a cable address.

### RULE 18. CABLE ADDRESS RECORDS

(*a*) All cable address records shall be opened and made available to censors at any time, both for their own information when required, and to enable Censorship to investigate old registrations when necessary in connection with applications for new registrations, or for any other reason.

(*b*) If the cable address is not available or on record with the company at the place of the Censorship Station, it must be obtained through the company's connections and affiliates.

### RULE 19. ABSTRACT OF TRAFFIC

The operating companies may be required by the Director of Censorship to furnish the Cable Censor at each Censorship Station a daily abstract of all international cable and radio traffic entering or leaving the country at said Censorship Stations or under the jurisdiction thereof, indicating for each message: (1) Number of words; (2) where from; (3) destination; (4) sent to (addressee); and (5) signed by.

### RULE 20. REPORTS OF SUSPICIOUS CIRCUMSTANCES

The Director of Censorship and all local censors will welcome any information of suspicious circumstances in connection with the filing of messages. This may be a rare occurrence, but if it uncovers only one enemy effort it will be worth while. Agents of the operating companies may communicate such circumstances by MM on the message. It should be pointed out to said agents that they should not consider themselves as exercising the functions of Censorship, and should not alter or delay a message without the knowledge of the patron. Their action would be in the nature of that of any citizen rendering patriotic assistance to his government, which is the natural obligation of all citizens.



### RULE 21. FIXED HOLIDAY GREETINGS

Hereafter no fixed greeting ("canned") messages or "XLT" messages will be accepted without the permission of the Director of Censorship, whose decision will be based upon existing circumstances and published in sufficient time prior to holidays.

### RULE 22. TRANSMISSION OF CALL LETTERS

No communications company will permit the transmission of any call letters, signals, service messages, or any communication whatever intended for reception in enemy-occupied territory without the specific authority of the Censor in each case.

### RULE 23. DIVERSION OR REROUTING OF TRAFFIC

Censors may divert traffic from one carrier to another, or reroute traffic, at their discretion, when such action is necessary in the public interest.

### RULE 24. PRESS DISPATCHES

The following action is authorized in connection with the handling of press dispatches:

(*a*) Communications companies handling press dispatches are authorized to inform any recognized news agency and correspondent of the fact and the time of transmission of any bona fide news dispatch, including news service dispatch, filed by that agency or correspondent.

(*b*) The communications company may also inform the news agency or corresponent of the actual number of words transmitted in any of his news dispatches and may make arrangements with the news agency to charge for the number of words transmitted rather than for the number of words filed.

(*c*) Communications companies which offer their facilities to the press on a time basis may keep the news agencies informed of the copy on hand in order that available transmission time may be fully utilized.

### RULE 25. STATEMENTS TO PATRONS

In connection with international radiotelephone communications, when telephone operators are questioned by patrons as to the need for the information required, the patron may be told that the information is required under Government Regulations.

FEBRUARY 19, 1942.

BYRON PRICE,
*Director of Censorship.*

THE WHITE HOUSE,
*February 20, 1942.*

Approved:
FRANKLIN D. ROOSEVELT.

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